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ABSTRACT

A questionnaire surveying a 5 percent sample of Ontario's schools attempted to evaluate how declining enrollment is affecting principals and vice-principals in their relationships with staff, students, community, colleagues, trustees, and superiors, as well as in their personal lives. Analysis of the data reveals that there is generally more tension and apprehension among staff, that students may be exposed to poorer quality teaching as a result of decline, that the community is reacting to pupil reduction with positive ideas, and that some administrators are cooperating more closely in facing the crisis, although others are victims of rivalry and uncertainty. In considering the implications of the survey, the author argues for devolution of the out-of-school administrative structure and the maintenance of a strong principalship that can reassume responsibilities centralized in the 1950s and 1960s. In addition, the author predicts a reduction in the size of schools as they become more community related, the leasing of unused school space, the use of various personnel ploys to cope with redundancy, and a redefinition of the role of vice-principal. (Author/WD)

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WORKING PAPER NO. 13

THE IMPACT OF DECLINING ENROLMENT UPON THE PRINCIPAL AND VICE-PRINCIPAL IN ONTARIO WITH IMPLICATIONS AND ALTERNATIVES

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MAY, 1978

COMMISSION ON DECLINING SCHOOL ENROLMENTS IN ONTARIO (CODE)

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This study reflects the views of the author and not necessarily those of the Commission or the Ministry of Education.

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INTRODUCTION

Within 10 years, it is estimated, the 620 secondary schools in the province of Ontario will need at least 5,000 fewer teachers than they employ now. The province has now approximately 4,000 elementary schools (both public and separate schools) and these have already dropped more than 2,000 jobs this decade and will need to eliminate another 4,000 before 1980. These figures were given by Robert Jackson last February in his interim report to the Commission on Declining Enrolment in Ontario (CODE) and they illustrate the crisis our schools are in in 1978. Professor Jackson warned that there is worse to come, now that the national birthrate has dipped to 1.8 children per family and likely to reach 1.5. A rate of 2.1 is required to replace ourselves.

Up until now the 185 boards of education throughout the province have done well coping with the beginning phase of the decline. Some schools have been closed, some classrooms shut down, more schools have been twinned, classes combined, teaching assignments juggled and the number of teachers has dropped. The size of the administrative staff is now down 25 percent based on 1972. The crunch has arrived. "People don't believe that the boom has been lowered." "This is serious" claimed Jackson. And among the 57,000 elementary school teachers and 35,000 secondary school teachers in Ontario, morale is low because many of their jobs are on the line.

Addressing provincial education officials at the inaugural public meeting of CODE on October 14, 1977, Education Minister Thomas Wells stated that declining enrolment is a problem that "hasn't been faced squarely. Some felt it might go away before we had to deal with it." But it didn't. We have to deal with it now and many are finding it a painful operation.

PURPOSE AND SCOPE OF THE STUDY

The purpose of the study is to examine the effects of declining enrolment on the roles of principals and vice principals in Ontario. It is not the purpose of this paper to delve into the various reasons for the decline but it will record the extent of the decline and what it means in terms of schools closed and redundancy among teachers and administrators in the field of education. The paper will look at the traditional roles of principals and vice principals as they are understood in the current literature and it will endeavour to discover whether these roles must change in our present situation of planning for decline. The paper will examine the attitudes and aspirations of principals and vice principals themselves as culled from questionnaires recently completed by them and, finally, based on all these studies, the paper will offer some conclusions and suggestions as to the future of principals and vice principals in our educational system.

PLANNING FOR DECLINE

Canada, and indeed most of world society, has enjoyed growth in many different forms for a period far beyond living memory, stretching back for some hundreds of years. In the last 200 years growth has been

very rapid and western society has been geared towards managing growth. Little thought went into the process of how to manage decline.

Growth however, cannot go on for ever, and it now looks as if we are in for a period of general slowdown, certainly in population growth. A period of slowdown, therefore, may create severe problems simply because all our learning processes have taught us to adapt to growth and we have had very little opportunity to experience no-growth or even slow growth and still less opportunity to experience decline. K.E. Boulding writing for the Colorado Schools' District put it thus:

> Adaptation to decline, therefore, is going to be a very important skill in the years ahead. If we only adapted to growth, then we are likely to make a tragic mess of decline. There is a strong case to be made for the argument that decline requires greater skill, better judgement, a stronger sense of community, and a higher order to leadership than growth does. In decline, time aggravates mistakes. It makes it much harder to achieve the proper proportions of the system as it is the achieving of these proper proportions which is one of the major functions of leadership.

To achieve these proper proportions, leaders must have the specific skill techniques which will help them to deal successfully with a most complicated problem. Katherine E. Eisenberger writing in the NASSP Bulletin (Vol. 61 1977) concurs:

> In addition to specific skill techniques, the managment of decline will require more precise leadership abilities than those required of growth management. Decline management demands a keener sense of balance and proportion in the allocation of scarce resources, a deeper understanding of human behavior, and a greater awareness of the priorities for the future.
>
> In growth, the passage of time tends to balance errors of judgment in resource allocation; in decline, time compounds them. Growth years promise job expansion and rapid career advancement; decline portends job consolidation. Growth encourages and provides for multiple reasons decline management will challenge the most able leader/administrator.

In all the literature dealing with the management of decline within the educational system, principals of schools are assigned an important role. Principals occupy an important leadership role within the schools that they 'head' and often within the community that the school serves. Principals, in their daily routine of duty, have to deal with teachers disgruntled over the prospect of redundancy or over cuts in the school budgets and they have to bear the brunt of the immediate impact of declining enrolment. They have a foot in both the administrative camp and in the teaching camp - neither fish nor fowl - often bearers of bad tidings to both pupils, teachers and communities. Principals see themselves often as 'facilitators' - links between those making drastic decisions and those affected by those decisions. Principals are employees of the school boards but it has been noticed that where principals did not support the closing of a particular school, boards found it more difficult to proceed with the closing of the school and in a few cases they found it necessary to back off (see page 29, Meeting of Declining Enrolment - Ontario Ministry of Education manual, 1975). All the manuals on how to deal with declining enrolment state that the support of principals should first be obtained before going ahead with any plans for the closing of schools and then the principal is the person best suited for selling the idea to the local community. For that reason, the principal holds an important place - more so perhaps than in an expanding environment of growth - in any planning for dealing with the effects of declining enrolment. He is a teacher whose profession is under threat, an administrator, the future of whose job is in doubt, and a committed professional educator and leader, who is expected to recommend what is best for the community regardless of personal advantage.

THE STATISTICS OF DECLINE

The tables that follow were compiled for CODE by the Department of Educational Planning, OISE, and they present a clear picture of the overall provincial data and future trends in the enrolment prospects for Ontario's schools into the 1980s. Tables 1 to 3 give statistics on actual and projected change in public elementary school (Table 1), secondary school (Table 2), and R.C. separate school (Table 3) enrolment by counties, districts, and cities 1971 - 1976. A scrutiny of the tables will reveal that in the period between 1971 - 1981, 49 districts show an average projected decrease of 17.77% each while only 9 districts show an average projected increase of 17.72%, including a projected increase of 49.42 for Prescott & Russell. The three graphs that follow in Tables 4 to 6 (courtesy of CODE, Bulletin No. 1, Feb. 1978) denote percentage change - decline vs. increase - in Ontario public school (Table 4), secondary school (Table 5), and R.C. separate school (Table 6) enrolment, 1976 - 1986. Table 7 shows enrolment and pupil loading (capacity) figures in Ontario, 1976/1977. Table 8 shows the number of schools (elementary, secondary and R.C.S.S.) in Ontario that have been closed between 1970 and July 1977. For every closed school it means a principal and possibly one vice principal out of a job or at least a reduction by one more in available opportunities for promotion. Attrition has up till now taken care of some closures as far as principals are concerned. A scrutiny of Table 5 reveals that in 1977, Ontario schools were functioning with 633,700 pupils below capacity. In other words, if we accept a PTR of 23:1, the Ontario school system had 27,552 vacant classrooms in 1977.

According to Table 6 there were 502 school buildings sold between 1970 and 1976. Enrolment projections into the 1980s suggest a continuation of this trend.

TABLE 1

ACTUAL AND PROJECTED CHANGE IN PUBLIC ELEMENTARY SCHOOL ENROLMENT* BY COUNTIES AND DISTRICTS, 1971-1986

County/District	Actual	Projected			Change in Number and Percentage							
	1971	1976	1981	1986	1971-1976		1971-1981		1971-1986			
					No.	%	No.	%	No.	%	No.	%
1. Algoma	14290	11938	9901	9749	2352-	16.46-	4389-	30.71-	4541-	31.78-	2189-	18.34-
2. Brant	11975	10923	9853	9924	1052-	8.78-	2122-	17.72-	2051-	17.13-	999-	9.15-
3. Bruce	6900	7197	7886	9653	297-	4.30+	986+	14.29+	2753+	39.90+	2456+	34.13+
4. Carleton [1]	20177	21320	22299	25464	1143+	5.66+	2122+	10.52+	5287+	26.20+	4144+	19.44+
5. Cochrane	6327	5938	5816	5330	389-	6.15-	511-	8.08-	997-	15.76-	608-	10.24-
6. Dufferin	3669	4271	5193	6789	602+	16.41+	1524+	41.54+	3120+	85.04+	2518+	58.96+
7. Elgin	8899	8668	8295	8611	231-	2.60-	604-	6.79-	288-	3.24-	57-	0.66-
8. Essex [2]	10045	9622	9187	9023	423-	4.21-	858-	8.54-	1022-	10.17-	599-	6.23-
9. Frontenac	12391	10440	8741	8424	1951-	15.75-	3650-	29.46-	3967-	32.02-	2016-	19.31-
10. Grey	10000	9343	8957	9391	657-	6.57-	1043-	10.43-	609-	6.09-	48+	0.51+
11. Haldimand-Norfolk	12225	10454	9001	8768	1771-	14.49-	3224-	26.37-	3457-	28.28-	1686-	16.13-
12. Haliburton	1600	1498	1563	1801	102-	6.38-	37-	2.31-	201+	12.56+	303+	20.23+
13. Halton	29599	28099	27135	28734	1500-	5.07-	2464-	8.32-	685-	2.92-	635+	2.26+
14. Hastings	14019	12006	11455	11859	2013-	14.36-	2564-	18.29-	2160-	15.41-	147-	1.22-
15. Huron	7752	6830	6474	7388	922-	11.89-	1278-	16.49-	364-	4.70-	558+	8.17+
16. Kenora	7366	6337	5774	5530	1029-	13.97-	1592-	21.61-	1836-	24.93-	807-	12.73-
17. Kent	12580	10787	10094	9447	1793-	14.25-	2486-	19.76-	3133-	24.90-	1340-	12.42-
18. Lambton	15258	13068	12663	13407	2190-	14.35-	2595-	17.01-	1851-	12.13-	339+	2.59+
19. Lanark	5359	4850	4473	4348	509-	9.50-	886-	16.53-	1011-	18.87-	502-	10.35-
20. Leeds & Grenville	10689	9472	8425	8457	1217-	11.39-	2264-	21.18	2232-	20.88-	1015-	10.72-
21. Lennox & Addington	4919	4911	5076	5552	8-	0.16-	157+	3.19+	633+	12.87+	841+	13.05+
22. Niagara Region	42526	37454	32377	29587	5072-	11.93-	10149-	23.87-	12939-	30.43-	7367-	21.00--
23. Manitoulin	1307	1085	919	907	222-	17.00-	388-	29.69-	400-	30.60-	178-	16.41-
24. Middlesex [3]	8641	7535	6956	7126	1106-	12.80-	1685-	19.50-	1515-	17.53-	409-	5.43-
25. Muskoka	5203	4775	4773	5809	428-	8.23-	430-	8.26-	606+	11.65+	1034+	21.65+
26. Nipissing	6797	5977	5106	5136	820-	12.06-	1691-	24.88-	1661-	24.44-	841-	14.07-
27. Oxford	11698	10132	9222	9656	1566-	13.39-	2476-	21.17-	2042-	17.46-	476-	4.70-
28. Parry Sound	5416	4815	4099	4220	601-	11.10-	1317-	24.32-	1196-	22.08-	595-	12.36-
29. Peel	41279	46270	51623	62215	4991+	12.09+	10344+	25.06+	20936+	50.72+	15945+	34.46+
30. Perth	8925	7826	7223	7522	1099-	12.31-	1702-	19.07-	1403-	15.72-	304-	3.88-
31. Peterborough	11975	11022	9938	10301	953-	7.96-	2037-	17.01-	1674-	13.98-	721-	6.54-
32. Prescott & Russell	920	1118	1373	1585	198+	21.52+	453+	49.24+	665+	72.28+	467+	41.77+
33. Prince Edward	3480	2912	2494	2712	568-	16.32-	986-	28.33-	768-	22.07-	200-	6.87-
34. Rainy River	3585	2981	2762	2587	604-	16.85-	823-	22.96-	998-	27.84-	394-	13.22-
35. Renfrew	8780	7201	5951	5635	1579-	17.98-	2829-	32.22-	3145-	35.82-	1566-	21.75-
36. Simcoe	24798	25022	27131	31494	224+	0.90+	2333+	9.41+	6696+	27.00+	6472+	25.87+
37. Stormont, Dundas & Glengarry	7910	6694	5335	5140	1216-	15.37-	2575-	32.55-	2770-	35.02-	1554-	23.21-
38. Sudbury	16707	13219	10955	9198	3488-	20.88-	5752-	34.43-	7509-	44.95-	4021-	30.42-
39. Thunder Bay	16783	13887	12644	12035	2896-	17.26-	4139-	24.66-	4748-	28.29-	1852-	13.34-
40. Timiskaming	4996	3883	3347	3082	1113-	22.28-	1649-	33.01-	1914-	38.31-	801-	20.63-
41. Victoria	5592	5557	5894	7569	35-	0.63-	302+	5.40+	1977+	35.35+	2012+	36.21+
42. Waterloo	28701	28832	28940	29256	131+	0.46+	239+	0.83+	555+	1.93+	424+	1.47+
43. Wellington	14125	13605	13203	13644	520-	3.68-	922-	6.53-	481-	3.41-	39+	0.29+
44. Wentworth	13950	11594	9882	9731	2356-	16.89-	4068-	29.16-	4219-	30.24-	1863-	16.07-
45. York	27315	25439	25740	28663	1876-	6.87-	1575-	5.77-	1348+	4.94+	3224+	12.67+
46. Hamilton	30566	25961	21198	19474	4605-	15.07-	9368-	30.65-	11092-	36.29-	6487-	24.99-
47. London	27923	24378	21679	20146	3554-	12.72-	6253-	22.39-	7786-	27.87-	4232-	17.36-
48. Ottawa	21668	17138	13202	10561	4530-	20.91-	8466-	39.07-	11107-	51.26-	6577-	38.38-
49. Metro Toronto	231749	191022	153908	134677	40727-	17.57-	77841-	33.59-	97075-	41.89-	56345-	29.50-
50. Windsor	16527	13925	11782	10542	2602-	15.74-	4745-	28.71-	5985-	36.21-	3383-	24.29-

[1] Excluding Ottawa

[2] Excluding Windsor

[3] Excluding London

*Excluding Kindergarten

TABLE 2

ACTUAL AND PROJECTED CHANGE IN SECONDARY SCHOOL ENROLMENT BY COUNTIES AND DISTRICTS, 1971-1986

County/District	Actual		Projected		1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	No.	%	No.	%	No.	%	No.	%
1. Algoma	9690	10117	8659	7339	427+	4.41+	1031-	10.64-	2351-	24.26-	2778-	27.46-
2. Brant	6891	6744	6386	5723	147-	2.13-	505-	7.33-	1168-	16.95-	1021-	15.14-
3. Bruce	3494	3632	3644	3874	138+	3.95+	150+	4.29+	380+	10.88+	242+	6.66+
4. Carleton[1]	10368	15134	16835	18216	4766+	45.97+	6467+	62.37+	7848+	75.69+	3082+	20.36+
5. Cochrane	8634	8813	7897	7229	179+	2.07+	737-	8.54-	1405-	16.27-	1584-	17.97-
6. Dufferin	1876	2351	2533	3023	475+	25.32+	657+	35.02+	1147+	61.14+	672+	28.58+
7. Elgin	4375	4855	4741	4443	480+	10.97+	366+	8.37+	68+	1.55+	412-	8.49-
8. Essex[2]	8198	8687	8389	8040	489+	5.96+	191+	2.33+	158-	1.93-	647-	7.45-
9. Frontenac	7825	8135	7049	6022	310+	3.96+	776-	9.92-	1803-	23.04-	2113-	25.97-
10. Grey	5466	5552	5125	4963	86+	1.57+	341-	6.24-	503-	9.20-	589-	10.61-
11. Haldimand-Norfolk	7349	6979	6215	5496	370-	5.03-	1134-	15.43-	1853-	25.21-	1483-	21.25-
12. Haliburton	597	676	647	642	79+	13.23+	50+	8.38+	45+	7.54+	34-	5.03-
13. Halton	16662	20935	20423	19237	4273+	25.65+	3761+	22.57+	2575+	15.54+	1698-	8.11-
14. Hastings	8817	9198	8136	7611	381+	4.32+	681-	7.72-	1206-	13.68-	1587-	17.25-
15. Huron	4661	4689	4113	3909	28+	0.60+	548-	11.76-	752-	16.13-	780-	16.63-
16. Kenora	3800	4030	3430	3033	230+	6.05+	370-	9.74-	767-	20.18-	997-	24.74-
17. Kent	8619	8370	7125	6671	249-	2.89-	1494-	17.33-	1948-	22.60-	1699-	20.30-
18. Lambton	9102	8897	7864	8113	205-	2.25-	1238-	13.60-	989-	10.87-	784-	8.81-
19. Lanark	3412	3619	3413	3217	207+	6.07+	1+	0.03+	195-	5.72-	402-	11.11-
20. Leeds & Grenville	5962	6232	5827	5067	270+	4.53+	135-	2.26-	895-	15.01-	1165-	18.69-
21. Lennox & Addington	2461	2725	2731	2777	264+	10.73+	270+	10.97+	316+	12.84+	52+	1.91+
22. Niagara	27388	26988	24046	20956	400-	1.46-	3342-	12.20-	6432-	23.48-	6032-	22.35-
23. Manitoulin	924	931	715	639	7+	0.76+	209-	22.62-	285-	30.84-	292-	31.36-
24. Middlesex[3]	3937	4373	3877	3544	436+	11.07+	60-	1.52-	393-	9.98-	829-	18.96-
25. Muskoka	2536	2835	2627	2544	299+	11.79+	91+	3.59+	8+	0.32+	291-	10.26-
26. Nipissing	7282	7467	6105	5013	185+	2.54+	1177-	16.16-	2269-	31.16-	2454-	32.86-
27. Oxford	6181	6298	5537	4839	117+	1.89+	644-	10.42-	1342-	21.71-	1459-	23.17-
28. Parry Sound	2615	2718	2284	1923	103+	3.94+	331-	12.66-	692-	26.46-	795-	29.25-
29. Peel	19884	28784	33947	42097	8900+	44.76+	14063+	70.73+	22213+	111.71+	13313+	46.25+
30. Perth	5189	5540	4785	4164	351+	6.76+	404-	7.79-	1025-	19.75-	1376-	24.84-
31. Peterborough	7496	7785	7037	6206	289+	3.86+	459-	6.12-	1290-	17.21-	1579-	20.28-
32. Prescott & Russell	4124	4251	3891	3508	127+	3.08+	233-	5.65-	616-	14.94-	743-	17.48-
33. Prince Edward	1448	1497	1309	1090	49+	3.38+	139-	9.60-	358-	24.72-	407-	27.19-
34. Rainy River	2391	2264	1877	1828	127-	5.31-	514-	21.50-	563-	23.55-	436-	19.26-
35. Renfrew	8200	7855	6514	5265	345-	4.21-	1686-	20.56-	2935-	35.79-	2590-	32.97-
36. Simcoe	13961	15959	15898	16851	1998+	14.31+	1937+	13.87+	2890+	20.70+	892+	5.59+
37. Stormont, Dundas & Glengarry	8933	9232	7613	6193	299+	3.35+	1320-	14.78-	2740-	30.67-	3039-	32.92-
38. Sudbury	16266	16554	13252	11671	288+	1.77+	3014-	18.53-	4595-	28.25-	4883-	29.50-
39. Thunder Bay	11974	11752	10190	9600	222-	1.85-	1784-	14.90-	2374-	19.83-	2152-	18.31-
40. Timiskaming	4471	4285	3121	2649	186-	4.16-	1350-	30.19-	1822-	40.75-	1636-	38.18-
41. Victoria	2791	3159	3200	3210	368+	13.19+	409+	14.65+	419+	15.01+	51+	1.61+
42. Waterloo	16665	17850	17656	17372	1185+	7.11+	991+	5.95+	707+	4.24+	478-	2.68-
43. Wellington	8209	8695	7948	7580	486+	5.92+	261-	3.18-	629-	7.66-	1115-	12.82-
44. Wentworth excluding Hamilton	7281	7471	6198	5115	190+	2.61+	1083-	14.87-	2166-	29.75-	2356-	31.54-
45. York excluding Metro Toronto	14142	16446	16766	17184	2304+	16.29+	2624+	18.55+	3042+	21.51+	738+	4.49+
46. Hamilton	19697	18710	15240	12060	987-	5.01-	4457-	22.63-	7637-	38.77-	6650-	35.54-
47. London	16962	18554	15241	13373	1592+	9.39+	1721-	10.15-	3589-	21.16-	5181-	27.92-
48. Ottawa	26622	25211	18831	14103	1411-	5.30-	7791-	29.27-	12519-	47.03-	11108-	44.06-
49. Metro Toronto	131293	140355	123440	103492	9062+	6.90+	7853-	5.98-	27801-	21.17-	36863-	26.26-
50. Windsor	13563	12910	11033	9300	653-	4.81-	2530-	18.65-	4263-	31.43-	3610-	27.96-

[1] Excluding Ottawa
[2] Excluding Windsor
[3] Excluding London

TABLE 3

ACTUAL AND PROJECTED CHANGE IN R.C. SEPARATE SCHOOL ENROLMENT* BY COUNTIES AND DISTRICTS, 1971-1986

County/District	Actual		Projected		1971-1976		1971-1981		1971-1986		1976-1986	
	1971	1976	1981	1986	No.	%	No.	%	No.	%	No.	%
1. Algoma	10571	9184	7774	7623	1387-	13.12-	2797-	26.46-	2948-	27.89-	1561-	17.00-
2. Brant	3430	3152	3039	3140	278-	8.10-	391-	11.40-	290-	8.45-	12-	0.38-
3. Bruce	1821	1909	2252	2318	88+	4.83+	431+	23.67+	997+	54.75+	909+	47.62+
4. Carleton[1]	10482	12870	14174	16204	2388+	22 78+	3692+	35.22+	5722+	54.59+	3334+	25.91+
5. Cochrane	12816	10390	8796	7987	2426-	18.93-	4020-	31.37-	4829-	37.68-	2403-	23.13-
6. Dufferin	215	331	540	735	116+	53.95+	325+	151.16+	520+	241.86+	404+	122.05+
7. Elgin	1676	1501	1215	1227	175-	10.44-	461-	27.51-	449-	26.79-	274-	18.25-
8. Essex[2]	9278	9351	9038	8878	73+	0.79+	240-	2.59-	400-	4.31-	473-	5.06-
9. Frontenac	3220	3085	2725	2622	135-	4.19-	495-	15.37-	598-	18.57-	463-	15.01-
10. Grey	834	842	934	986	8+	0.96+	100+	11.99+	152+	18.23+	144+	17.10+
11. Haldimand-Norfolk	2534	2441	2307	2226	93-	3.67-	227-	8.96-	308-	12.15-	215-	8.81
12. Halton	7181	7454	7662	8131	273+	3.80+	481+	6.70+	950+	13.23+	677+	9.08+
13. Hastings	3565	3330	3031	3166	235-	6.59-	514-	14.42-	399-	11.19-	164-	4.29-
14. Huron	1441	1345	1426	1610	96-	6.66-	15-	1.04-	169-	11.73-	265+	19.70+
15. Kenora	1671	1490	1205	1095	181-	10.83-	466-	27.89-	576-	34.47-	395-	26.51-
16. Kent	5391	5076	4509	4299	315-	5.84-	882-	16.36-	1092-	20.26-	777-	15.31-
17. Lambton	4743	4579	4984	5414	164-	3 46-	241+	5.08+	671+	14.1?+	835+	18.24+
18. Lanark	1397	1175	1054	1018	222-	15.89-	343-	24.55-	379-	27.13-	157-	13.36-
19. Leeds & Grenville	1794	1531	1203	1266	263-	14.65-	511-	28.48-	526-	29.32-	263-	17.18-
20. Lennox/Addington	492	671	686	753	179+	36.38+	194+	39.43+	261+	53.05+	82+	12.22+
21. Niagara	19029	17177	15085	14018	1852-	9.73-	3944-	20.73-	5011-	26.33-	3159-	18.39-
22. Manitoulin	131	94	96	96	37-	28.24-	35-	26.72-	35-	26.72-	2+	2.13+
23. Middlesex[3]	9986	9317	8142	7543	669-	6.70-	1844-	18.47-	2443-	24.46-	1774-	19.04-
24. Nipissing	9995	7858	6406	6427	2137-	21.38-	3589-	35.91-	3568-	35.70-	1431-	18.21-
25. Oxford	1936	1810	1590	1654	126-	6.51-	346-	17.87-	282-	14.57-	156-	8.62-
26. Parry Sound	10	0	0	0	10-	100.00-	10-	100.00-	10-	100.00-	-0-	-0-
27. Peel	9930	17268	27827	37717	7338+	73.90+	17897+	180.23-	27787+	279.83+	20449+	118.42+
28. Perth	1767	1387	1168	1191	380-	21.51-	599-	33.90-	576-	32.60-	196-	14.13-
29. Peterborough	4008	3377	2768	2885	631-	15.74-	1240-	30.94-	1123-	28.02-	492-	14.57-
30. Prescott & Russell	7833	6609	5746	5370	1224-	15.63-	2087-	26.64-	1463-	18.68-	239-	3.62-
31. Prince Edward	112	104	103	104	8-	7.14-	9-	8.04-	8-	7.14-	-0-	0.00-
32. Rainy River	1102	810	784	738	292-	26.50-	318-	28.86-	364-	33.03-	72-	8.89-
33. Renfrew	6745	5348	4230	3985	1397-	20.71-	2515-	37.28-	2760-	40.92-	1363-	25.49-
34. Simcoe	5442	5261	5816	6786	181-	3.33-	374+	6.87+	1344+	24.70	1525+	28.99+
35. Stormont, Dundas & Glengarry Glengarry	10013	7733	7062	7792	2280-	22.77-	2951-	29.47-	2221-	22.18-	59+	0.76+
36. Sudbury	24800	21134	17857	15344	3666-	14.78-	6943-	28.00-	9456-	38.13-	5790-	27.40-
37. Thunder Bay	8065	7665	7128	6756	400-	4.96-	937-	11.62-	1309-	16.23-	909-	11.86-
38. Timiskaming	3904	3038	2463	2301	866-	22.18-	1441-	36.91-	1603-	41.06-	737-	24.26-
39. Victoria	501	530	642	825	29+	5.79+	141+	28.14+	324+	64.67+	295+	55.66+
40. Waterloo	15128	15386	14727	14830	258+	1.71+	401-	2.65-	298-	1.97-	556-	3.61-
41. Wellington	4752	4579	4258	4338	173-	3.64-	494-	10.40-	369-	7.77-	196-	4.28-
42. Hamilton-Wentworth	21876	20478	17364	15807	1398-	6.39-	4512-	20.63-	6069-	27.74-	4671-	22.81-
43. York	4478	6376	8296	9471	1898+	42.33+	3818+	85.26+	4993+	111.50+	3095+	48.54+
44. Ottawa	25338	17711	13297	13656	7627-	30.10-	12041-	47.52-	14682-	57.94-	7055-	39.83-
45. Metro Toronto	70298	77886	69578	61319	7588-	10.79+	720-	1.02-	8979-	12.77-	16567-	21.27-
46. Windsor	18287	15755	12987	11579	2532-	13.85-	5300-	28.98-	6708-	36.68-	4176-	26.51-

[1] Carleton excluding Ottawa

[2] Essex excluding Windsor

[3] Middlesex including London

*Excluding Kindergarten

TABLE 4

ONTARIO: PUBLIC SCHOOL ENROLMENT, 1976-1986
THE DECADE OF PROJECTED DECLINE

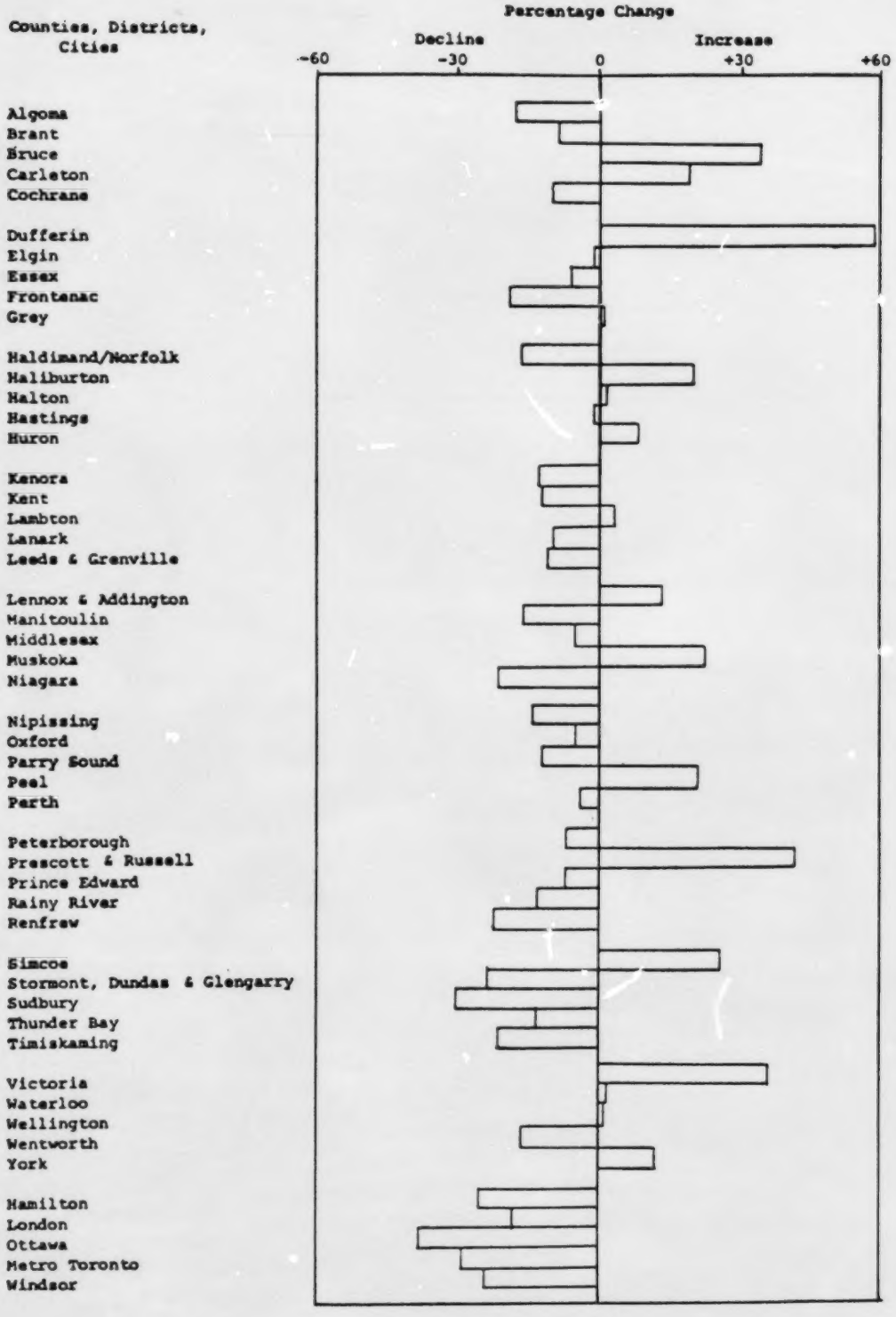

TABLE 5

ONTARIO: SECONDARY SCHOOL ENROLMENT, 1976-1986
THE DECADE OF PROJECTED DECLINE

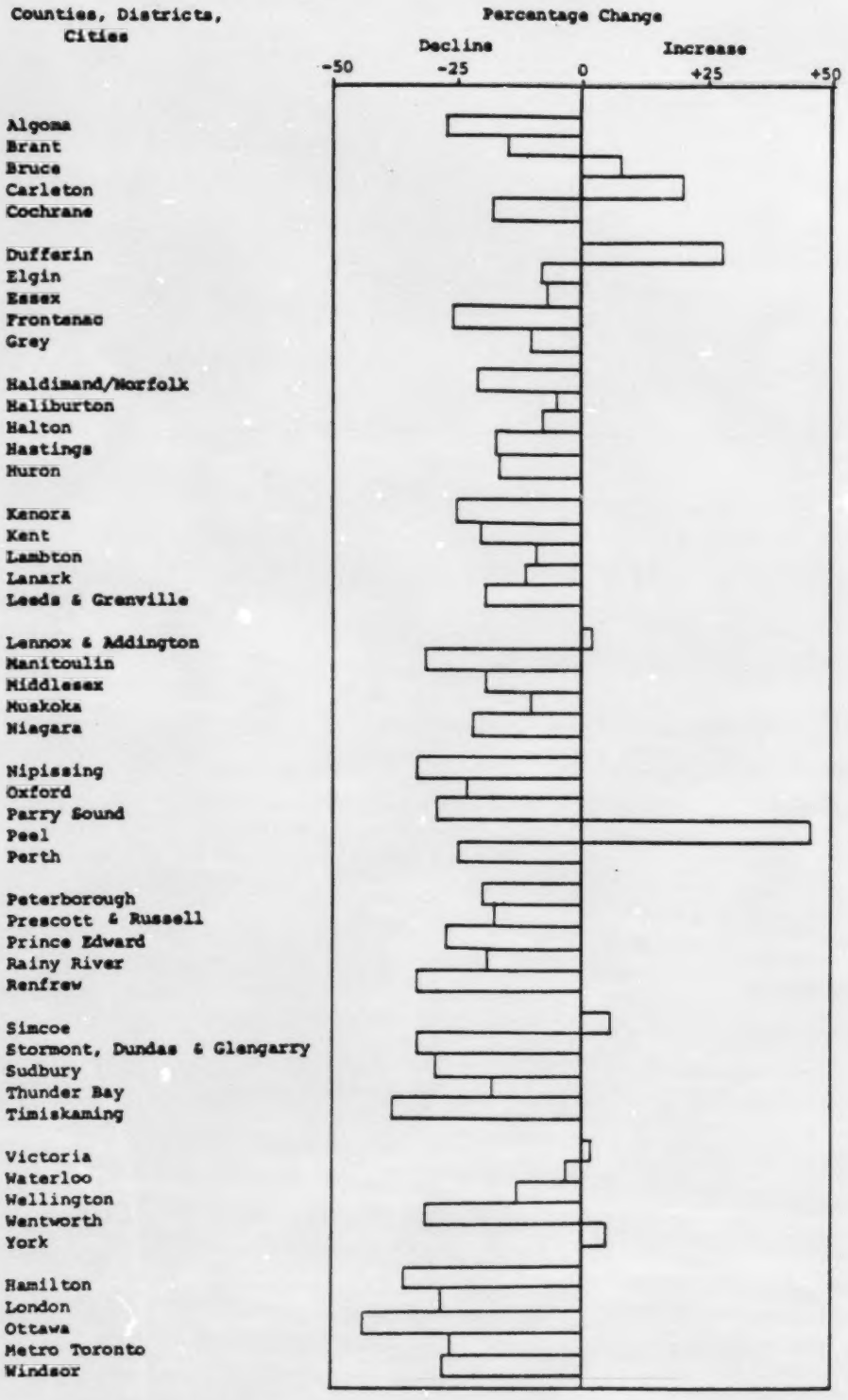

TABLE 6

ONTARIO: ROMAN CATHOLIC SEPARATE ENROLMENT, 1976-1986
THE DECADE OF PROJECTED DECLINE

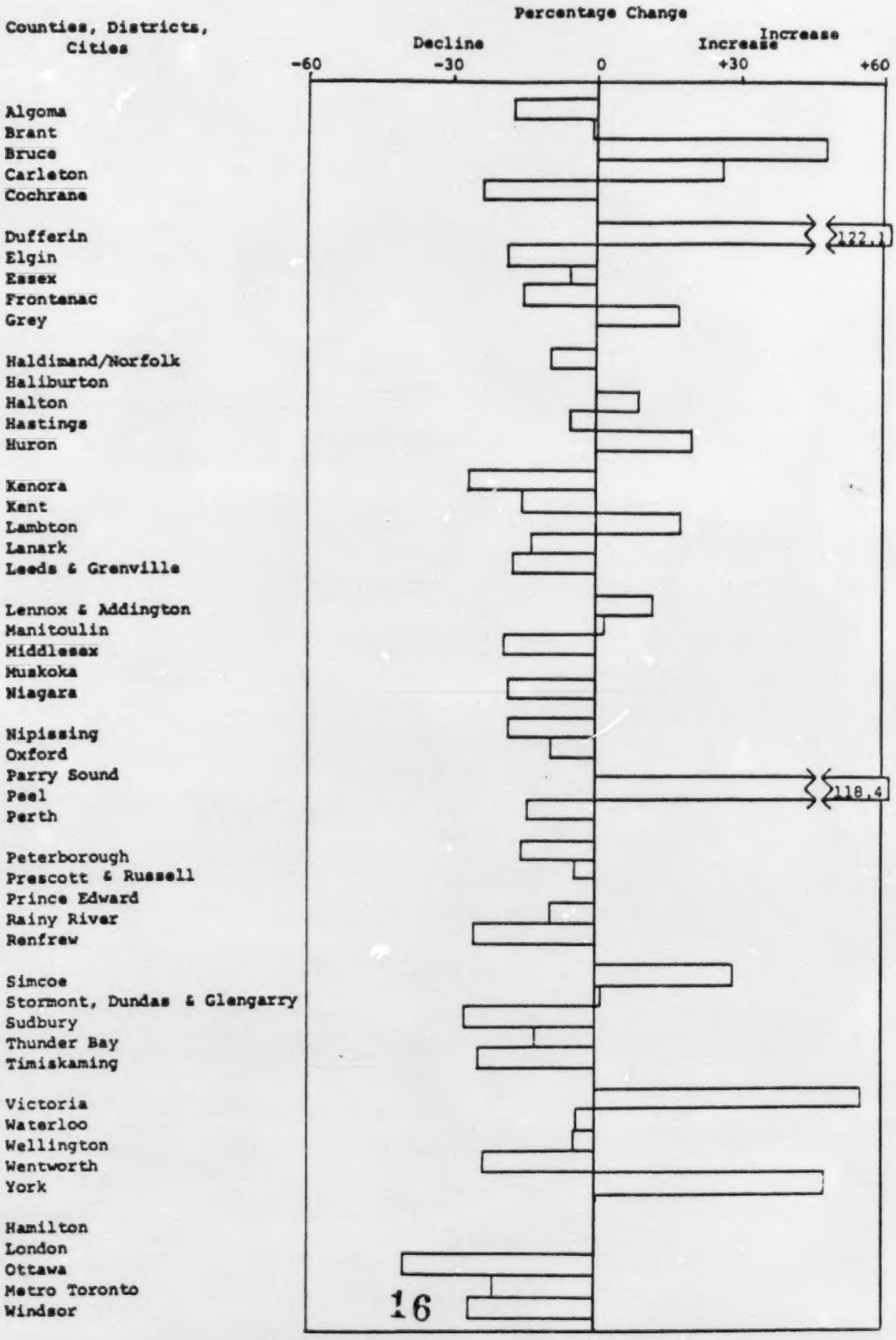

TABLE 7

Surplus Classrooms in Ontario

	Rated Capacity (1977)	Enrolment (1976)	Surplus Classrooms
Public			
Elementary	1,312,966	929,056	383,910
Secondary	711,293	610,918	100,375
Separate	570,088	420,673	149,415
Total	2,594,347	1,960,647	-633,700

TABLE 8

Sales of School Sites and Buildings in

Ontario, 1970-1976

(Elementary, Secondary and Separate)

	Sale Data	1970	1971	1972	1973	1974	1975	1976
Elementary	No Sales							
	sites	23*	41	37	55(+6P)	23	17	27
	bldgs	99	83(+3P)	68(+14P)	68(+4P)	28	16	29 (+Ps)
	Revenue($)							
	sites	632,540	83(+3P)	472,837	2,983,456	963,649	580,268	613,985
	bldgs	580,908	928,893*	1,733,915	1,757,911	758,205	430,813	1,475,852
Secondary	No. Sales							
	sites	4*	9	8	6	8	6	7
	bldgs	3	6(+Ps)	5(+Ps)	5	2(+4P)	6	2
	Revenue($)							
	sites	10,074	18,226	36,312*	1,079,568	457,867	71,032	54,033
	bldgs	205,926	409,448	215,900	245,776	203,647	291,243	64,435
Separate	No. Sales							
	sites	16	28	12	45	16	5	12
	bldgs	19(+18P)	14	12	17	6(+2P)	6	8
	Revenue($)							
	sites	344,946	3,671,090	803,788*	11,751,073	1,451,135	93,470	196,042
	bldgs.	277,628	527,250	482,408	257,241	448,587	649,339	551,317

*Figure approximate
P denotes portable for information purposes

THE ROLE OF THE SCHOOL PRINCIPAL

All sources agree that school principals are leaders. As Elizabeth D. Conklyn points out (AERA Paper 1976 p. 7) leaders need to know (1) requirements of the entire leadership role, not just as those relating to the immediate subordinates, and (2) the impact of the leader's own goals on his or her behavior. Mintzberg (1973) attempted to integrate the various demands on the formal leader into one model and came up with ten different roles for the principal. These ten fall into three major categories; the first three in the list below are the interpersonal roles. The second three are the informational roles, and the remaining four constitute the decision-making roles.

Figurehead	... Symbolic head; obliged to perform a number of routine duties, e.g. legal or social duties, involving his ceremonial status
Leader	... Responsible for motivation of subordinates, for staffing, training and related duties
Liaison	... Maintains self-developed network of outside contacts who provide favours, information, etc.
Monitor	... Seeks and receives a wise variety of information to understand the organization and its environment; serves as the nerve centre for internal and external information
Disseminator	... Transmits information from others to subordinates or from subordinates to other subordinates, includes transmission of facts, interpretations and integration of value or policy positions.
Spokesman	... Transmits facts, interpretations, values from his group to outsiders
Entrepreneur	... Searches the organization and environment for opportunities and initiates "improvement projects"
Disturbance Handler	... Responsible for corrective action when confronted by important, unexpected distrubance

Resource Allocator	... Allocates organizational resources of all kinds; making or approving significant decisions
Negotiator	... Represents the organization at major negotiations, e.g. with unions, customers, suppliers

(Mintzberg, 1973, pp92-93)

As others have before, Mintzberg found that there is an amazing similarity among the managerial jobs; the similarity holds across organizational levels, organizational types, and even across national boundaries.

This model focuses on three critical dimensions of the position of principal as a formal leader. First, he must interact with other people, process information, and make decisions. Second, his interactions occur with superiors, subordinates and others not in that vertical relationship. Third, these interactions, decisions and information processing tend to be varied and fragmented. Besides being hit with a host of issues in quick sequence, the principal finds the important and the trivial back-to-back. In a ten-minute span, a principal may hear about a fight in the lavatory and a $40,000 budget cut.

Other studies of the role of principals have arrived more or less at the same conclusions as Mintzberg. Harry Wolcott's ethnography (The Man in the Principal's Office) and indeed Philip Cusick's Inside High School would illustrate the presence of similar roles for the principal, and any variance would concern the rank order of their importance. For our purpose especially, these roles are useful descriptors of the principal's job though Conklyn's study (op. cit. p.18) demonstrates that the principal's own motivation is an important factor in determining his/her job definition. Internal factors like career goals and reward structures, have a powerful influence on role perception especially in

this era of insecurity of tenure and declining enrolment. Les J. Beanlands (Lighthouse/Winter 1977 p. 19) classifies the service functions which a principal performs into four categories: (a) the social welfare function; (b) student counselling in disciplinary context; (c) the curriculum function; and (d) the structural or plant service function. Beanlands claims that one of the significant changes in educational administration has been a shift of emphasis from the technical skills required of an administrator to more complex human and conceptual skills. The principal's interpersonal skills will be sorely taxed in this period of winding down the system. All of Mintzberg's ten points could be comfortably fitted within the four categories enumerated above. For that reason it is possible to analyze the changed role of the principal in a situation of declining enrolment by examining his function under Mintzberg's ten headings. Much of the information can be culled from the questionaires returned by the principals in our recent survey. For example the answers to question 15 cast much light on how the now shaky figurehead is reacting to the pressures of declining enrolment. These answers include: A figure-head of doubtful tenure loses much of its glitter. In a contracting situation there is not much room left for leadership or any reason for motivating subordinates before directing them to the unemployment office. As liaison officer there are not many favours that principal can get or give and most of the information is bad news. The principal's role as an educational entrepreneur is dead. In fact in all the other roles we find principals fighting rearguard actions trying to survive and much bitterness and ennui permeate their replies to the questionaire.

THE QUESTIONNAIRE SURVEY

A carefully composed questionaire containing 23 questions was sent

to a sample 5% (209 principals and 71 vice principals) of Ontario schools. It was a representative random selection composed of large schools, small schools, inner city schools, suburban schools, rural schools, isolated schools, elementary and secondary schools, public and CSSB schools and French schools. In this way it was hoped to obtain a good cross section of Ontario's schools to discover how declining enrolment was affecting each category.

The questionaire (see appendix 1) set out to discover how declining enrolment was affecting principals and vice principals in their relationships with (a) staff; (b) students; (c) community; (d) fellow principals, vice principals; (e & f) trustees and superiors; (g) own work and (h) own personal lives. It asked them how they see declining enrolment being actually handled and what stand should the principal or vice principal take. It elicited their reactions to solving the surplus administrator problem by new job creation offers (which many of them rejected as smacking of feather-bedding) and by within-budget administrative solutions. They were asked their views on the use of PTR, the minimum school size, program reduction, closing schools, twinning, bussing, split-grade grouping, rotating high school options year by year and on restricting teachers' college enrolment as means of solving the declining enrolment effects problem.

Sixty six per cent (137 persons) of school principals replied to the questionaire. The total response was 60% i.e. 168 replies to 280 questionaires sent out. Of these, 52% (108) were public school principals and 14% (29) were CSSB principals. There were 71 vice-principals circulated and 44% (31) responded. The replies were generally helpful and it is possible that those who did not reply felt they had nothing positive

to offer. From those that did reply, a number of factors emerged: It showed that everyone public and CSSB schools alike - are worried about the effects of declining enrolment on the teaching profession.

METHOD OF QUESTIONAIRE ANALYSIS

Initially, all replies to the questionaire were collated and assembled question by question. Then for certain questions, the replies were divided into various groups and the replies compared. For example the replies of vice-principals, public school principals and CSSB principals to question 15 were analyzed separately and compared. It was expected that this would show, not only how declining enrolment was affecting their individual roles as principals and vice-principals, but also show whether it affected the different groups differently. The responses to this question cast some useful light on how principals and vice-principals see their roles changing due to the effects of declining enrolment i.e. how the changed situation affects what Mintzberg calls their interpersonal and informational roles of figurehead, leader, liaison, monitor, disseminator and spokesman.

Question 16 lends itself mainly to descriptive informational answers but for question 17 the replies were divided into two groups vis. principals and vice-principals, to determine what the role of the principal and

vice-principal should be in the event of the closing of their school and find out if there was a difference in their approach.

Question 18 dealt with the creation of new administrative jobs to absorb personnel made surplus by declining enrolment and question 19 offered within-budget suggestions for coping with the effects of declining enrolment. To better analyze the responses to these two questions, the principals were divided into two categories, senior principals having more than ten years experience as principals and junior principals with less than ten years experience. It was felt that the jobs of younger principals were less secure and that therefore their answers might reflect that insecurity. It was also possible that they might have more imagintive solutions.

Questions 20, 21 and 23 were considered more statements of opinion (except for 21b) so the answers were just summed up and collated.

Question 22 suggested various methods of coping with declining enrolment and to analyze the different approaches it was thought best to divide the questionaires into urban and rural. Busing, twinning, split-grading, rotating school options affect country and city differently especially in rural areas where a community may revolve more around its school that is likely in the city.

We also sent some questionaires to non-Principals: Board directors, Superintendents of schools, Superintendents of Business, Trustees, Directors of Education, Ed. Admin. officials, and teachers' associations, that is role-determiners of the principalship, answered questions in order to give us some idea of how they saw the Principal's role in Declining Enrolment. These people help determine the role of the Principal by their interactions and expectations. We examined their questionaires

for any differences from how the Principals themselves answered.

The French school Principals' questionaires were considered separately in order to glean any differences in their view of Declining Enrolment.

RESULTS FROM QUESTIONAIRE

Topic by topic, the following presents the general findings from the questionaire return.

1. How Principals and Vice-Principals See Declining Enrolment Affecting their Relations with:

   a) Staff All principals and vice-principals noticed much more tension and apprehension among staff. This is especially so among the junior and therefore less secure teachers. Some show more deference to their superiors. All agree that it is vital that some system of reduction in force be worked out well in advance so that everybody knows who is and who is not going to be dismissed. Regretably, RIF has to be based on seniority and a committee composed of both staff members and Board members hammer out agreements on seniority lists beforehand. Indications are that principals are seeking the easiest way out under the stress of dealing with declining enrolment. The concern is that policy be decided for them, so they bear less of the brunt of hostility for dismissing staff. There seems to be a disappearing of originality (and perhaps creative solutions) at many levels: this is indicated by teachers desirous to appear correct in all things in the principals eyes, and principals favouring to follow their Board's policies in an overwhelming majority of cases, where as only a few suggested that it would depend on the case

or what was best for the school. Principals saw declining enrolment placing more power in their hands as to their staff, yet also reported feeling powerless as to their position with superiors.

Specifically, the responses reflected a lack of originality and also the possibility of stagnation; lack of initiative and fear to transfer among teachers, and a lack of new blood in the profession. Also many principals are advising junior teachers to vary their qualifications and be on the look out for more secure employment.

b) Students. Declining Enrolment will affect the students by reducing and limiting their choice of subjects. Many principals and vice-principals felt that they would get to know their students better in smaller schools though others felt that split grade classes meant bigger classes and less attention for each individual pupil.

The principals authority over his students is restricted as a result of declining enrolment - discipline and academic standards must be more lenient, since explusion would aggravate declining enrolment. He also may have less time for the students' personal problems if he is teaching half-time. Principals observe an uncertainty among their students as to closure and dismissals of good teachers - they are aware of their greater usefulness in the declining enrolment situation. In general students may be exposed to poorer quality teaching and administration and even sports.

c) Community. Apprehension and fear of losing their local school.

Worry about the effect of bussing on young children and worry about the quality of education due to split grades etc. Some principals saw closer cooperation with parents resulting from declining enrolment.

The community is in general reacting with positive ideas to declining enrolment: examining the use of free rooms, assisting in extra and intra curricular activities where there has been a reduction in staff, and raising funds.

d) Fellow P/VPs. Opinion varied. Some saw closer cooperation and more friendly attitudes due to all facing similar problems but others saw competition and rivalry due to all competing for fewer jobs, especially positions on areas of increasing enrolment.

The bond linking the vice-principals is stronger than the one linking the principals, as the former are more threatened; rivalry and uneasiness is also more evident among the vice-principals. Like the teachers, the vice-principal has become more subservient and cordial to the principal, trying to be as useful as possible to avoid being a 'surplus administrator'. He is more critical of the other staff members as a form of personal protection.

e/) Trustees/Superiors. Generally closer cooperation if an effort to
f) solve a delicate and common problem together.

g) Own work. Because of reduced numbers of vice-principals and because of teaching principals, all saw a heavier work load for the principals and vice-principals. Less time for parents or community relationships.

h) Own Personal Life. No effect.

2. How They See Declining Enrolment Being Handled. All emphasize the importance of the collection of up to date data and a definite Board policy on Reduction in Force. Almost all agree that there must be RIF starting with the most junior. They also recommend split grading.

3. What Stand Should the P/VP Take? The role of principals and vice-principals is one of Board employees. They should advise the Board and advise the community but once decisions are taken they should comply with the Board's regulations. They should champion the cause of their students and of better education but not against the Board. Principals and vice-principals should accept demotion but not a reduction in salary.

4. The Use of Surplus Administrators by Job Creation. The P/VPs were asked to suppose that declining enrolment resulted in surplus of highly capable administrators and to suggest what a board or the province could do.

Principals and vice-principals were mostly in favour of master teacher roles, as reducing their own work load, as long as previous principals who became master teachers retained their salaries. They were surprisingly negative to any 'add on' proposals, such as transfer to administrative assistant central office positions or new coordinatorships in special education, etc., and only the weakest of support for heading up programs that extended the age-range of the school, i.e. adult education and day-care. Some mentioned that community colleges were already teaching the adults, and older principals felt that this all smacked of 'featherbedding'. No new suggestions came

out in this area.

Clearly administrators find current assignments quite comfortable and express resistance to any innovation, and would utilize their own professional talents.

6. Reduction of Surplus via the Crunch. The principals and vice-principals were next asked to suggest within-budget administrative solutions to impending surplus of administrators. Again, the resistance to change and particularly to any personal giving-up was evident. They opposed term appointments (except for new ones!) and would go along with demotions only without salary reductions.

Principals similarly wished to ensure that superannuation would remain high with early retirement: some felt that administrating a small school is as demanding as a large one, so his time, and therefore salary, should remain the same with declining enrolment.

The majority of principals were against twinning - most gave monetary reasons, that is, that twinning does not save money. This seems to cover a worry among principals about being demoted to vice-principals if their school twinned - meaning a reduction of salary and prestige: "vice-principal school considered second class, just an annex, isolated and forgotten" as one said, and another reflected the fear of lost authority: "Principals would be spread too thinly." There was resistance to compulsion, too; term appointments and outside alternatives such as CIDA, DND, etc, should be voluntary only. There was a tendency to shift the weight to others; for example as in regards to alternatives elected outside the school system, principals felt this should be promoted more on teachers' federations. One principal of 22 years experience made the suggestion that there

be no term appointments for existing principals, but acting principalships for new ones: a close-ranks tactic that ensures there would be no new principals. Principals especially wanted to make sure that everybody got the same treatment as they did: superintendents, consultants, etc., should all have term appointments if principals must, and pressure should not fall only on the schools where declining enrolment is happening - that is, demotions should be Board wide. These suggestions may be made on the hopes that such measures will not be taken at all if they are to be so extensive - reflecting a gang protection attitude among those principals - if you pick on one of us you'll have to tackle us all! One new idea appeared here, that married women or mothers share half-time teaching.

a) Pupil-teacher ratio. Answers varied, depending on age of pupils and location of school, from 18:1 in lower classes to 28:1 in higher grades. One classroom teacher per 23 pupils was a good average. Interestingly, some principals felt PTR should not be used to solve teacher employment problem, only to better education. They choose not to use one problem as an opportunity to solve another. Perhaps in these days of lay-offs it is easier to justify to the public solving the teacher employment problem by cut-backs than reducing the PTR, which was never quite accepted by tax payers and suspected of being wasteful.

b) Minimum school size. Depending on the original capacity of the plant, facilities available and location and rural etc. conditions. Most would suggest keeping most schools open for about 150 pupils or until a ratio of two grades per teacher was reached.

c) Program reduction. Some said that nothing should be sacrificed but most would strip subjects down to the core ones, cutting out all frills and getting back to the basics, the "3Rs". Question 21b concerns which programs should be sacrificed when declining enrolments demands a reduction in the facilities offered by the school. All the questionaires were examined and the following information gleaned:

Question 21(b)

French	28
None should be abolished	28
Music	24
Depending on Needs of the School	19
Industrial arts (shop)	17
Home Economics	16
Instrumental music	13
Outdoor education	13
Art	13
Drama (theatre arts)	12
Excursions	11
Special Education	10
Library	10
Remedial Reading	9
Technical Courses	7
Swimming	7
Guidance	5
Arts & Crafts	5

There were a number of other options mentioned, such as speech Training, Sports, Family Studies, Enrichment teaching, Values teaching, P_1 J_1 Thrust, and others, but there was not a signnificant number to warrant a specific rating. What is surprising is that the highest number agreeing to delete any one subject, chose French. This was as high a number as those that said no subjects should be abolished! Although French was the last choice on many principals lists, it still was chosen most often for deletion; even more than the expensive equipment-centred options, including Instrumental music, Swimming, and Industrial Arts.

> As one principal put it, "French schools should be for those who want French". However, some principals cited the importance that neighbourhood schools used by the community should offer many resources; all agreed that when values have to be sacrificed it's time to think of closing down.

In times of the crunch when sacrifices must be made, it seems that many principals would chose to rid themselves of an emotionally charged issue, the problem of teaching French, which now may be adding to the many pressures of their position as a peace keeper between community and educators.

d) Bussing to attend neighbouring programs: only as a last resort; some stress the value of the community school only when values suffer should the smaller neighbourhood school be tampered with.

e) Split-grade grouping. acceptable, already in widespread use.

f) Rotating high school options year by year: This is a concept very common in Europe but many principals and vice-principals

found the idea unfamiliar. Those who understood thought it a good idea especially at the secondary level.

However some point out that courses would have to be rewritten so that the same course could be presented in 2 parts - each part equally intelligible to anybody who has not studied the other part.

They also pointed out that in a very mobile society like we have in Toronto, where children shift from school to school frequently, there might be problems of coordinating a rotating syllablus, unless it was made province-wide.

g) Restricting teachers' college enrolment: definitely and enthusiastically. Some who emphasized democratic rights of individuals still favoured advising candidates of the slight hope of getting a teaching job so they could make a realistic choice. This solution does not concern the principals directly, except it could lift from them the responsibility of firing teachers each year, and would also, in the long run, reduce the possibility of new principals. The tendency seen in other responses to favour a rigid board policy as a relief to principals decision-making is seen here in suggestions of a quota system that would train the exact number of teachers required each year.

Declining enrolment, to Ontario principals and vice-principals, appears to be seen as becoming a permanent happening although some still believe enrolment fluctuations are more likely.

> There was a suggestion to consult secondary school students as to the number of children they intended to have, as a guide for the future.

Principals report their own selection and training (if any) left

them ill-equipped to cope with the situation and in general demonstrate a close-ranks attitude that is open only to suggestions that do not threaten one's own status, authority, established work patterns, or especially one's own hard-earned financial rewards.

> Their reactions to declining enrolments ranged from panic: "Who will be running this country in two generations?" to placid assurance that the situation is temporary: "Let us not be carried away."

Declining Enrolment is a permanent fixture, but it is further compounded by shifting enrolments. Politically, people who move to a new suburb want their children to be taught in a neighbourhood school. Their expectations have some validity when one considers the obsolescence of some of the older schools. Industry seems to 'write off' old facilities but education rarely does so unless there is no other alternative.

Several years ago, it was foreseen that enrolments would decline but it was forecast that when this occured, costs would remain constant and the quality of the service would improve. High rates of inflation have changed conditions drastically to the point that costs are increasing even though emoluments are decreasing. A sick economy and high unemployment have caused governments to lash out in an accountability drive in order to reduce services to reduce costs. This in turn leads to further unemployment which in turn accelerates the spiral. Presently we are merely changing education costs into welfare costs.

DETAILED ANALYSES

Question 15: (fig. 1)

How do you see declining enrolment affecting your present role as a principal or vice-principal in your school as it affects relationships with (a) your staff; (b) your students; (c) your community; (d) your

fellow principals/VPs; (e) trustees; (f) your superiors; (g) your work in general; (h) your personal life.

The questionaires were divided into three sections - (i) vice-principals, (ii) public schools' principals and (iii) Catholic separate schools' principals. The answers were ranged into three categories i.e. those who looked at the possible good effects of declining enrolment e.g. they would get to know their students better or have more cooperation with other principals. The second category of answers was those who mentioned the adverse effects, e.g. it brought rivalry among colleagues or was the cause of lack of morale among staff etc. The third category is those who claimed declining enrolment has had no effect on their relationships.

From the analysis below it can be seen that VPs saw the more positive effects of declining enrolment. (- for whatever reasons.) Perhaps they spend more of their time teaching than principals do or perhaps they don't have to make the same unpleasant decisions that principals have to make.

It can also be noticed that declining enrolment affects the role of the public school principal much more than it does the principal in the CSSB where more principals answered that it had no effect on their lives. In fact when we average the totals for the responses to the eight questions we find that 51% of the CSSB principals thought declining enrolment had no visible effect on their lives as against 27% of public school principals who thought likewise. Almost 70% of the public school principals thought declining enrolment had adversely affected their roles as principals as against 47% of CSSB principals who thought likewise and 56% vice-principals. Probably the reason for this is that the CSSB

principals have not yet had to experience declining enrolment to the same extent.

Figure 1
Percentage response/reaction to Q.15

Question 15	a	b	c	d	e	f	g	h	av
Vice-Principals									
positive	8	40	14	13	38	14	9	20	19.5
adverse	75	60	57	62	50	57	64	30	56.8
neutral	17	0	29	25	12	29	27	50	23.6
Public School Principals									
positive	-	-	13	-	14	-	-	-	3.3
adverse	86	71	71	63	43	71	75	75	69.3
neutral	14	29	14	37	43	29	25	25	27
CSSB Principals									
positive	-	-	-	-	-	10	-	-	1.25
adverse	69	36	46	50	50	40	50	36	47.1
neutral	31	64	54	50	50	50	50	64	51.6

Question 17 (fig. 2)

The responses were divided into two groups, principals and vice-principals. It was difficult to obtain an accurate reaction to this question because most answers were hedged with provisos depending on the circumstances. The possible clear-cut replies were ranged as follows in categores from (a) to (f):

(a) accept demotion

(b) not accept demotion

(c) Depends on circumstances - follow conscience

(d) Champion cause of community - resist closing

(e) Support the Board of Education decision

(f) Convince parents that closing school is good

(g) Convince parents that closing school is not good

(h) Convince parents that twinning school is good

(i) Convince parents that twinning school is not good

Figure 2

	a	b	c	d	e	f	g	h	i
Vice-Principals	20	9	28	6	22	3	6	3	3
Principals	17	10	17	4	23	12	2	14	2

As the percentages in fig. 2 illustrate there is no difference in the reactions of principals and vice-principals as to what they consider the proper stand that should be taken in a situation of declining enrolment. In the question of twinning, the principals seem to favour the concept much more than the vice-principals, perhaps because the vice-principals' job is more threatened when two schools join, resulting in a surplus of administrators.

Both groups think that their best and proper stance is to support the Board's decision though most of them would hold that this is no slavish obedience because they would have been party to all the deliberations that went into the making of the final decision. The same reasoning went into sections f, g, h, and i. Twenty per cent of vice-

principals and 17 percent of principals have no objection to demotion though some say that they would not accept a corresponding cut in pay. However, this does not mean that 80 percent would say no to demotion; they just did not respond.

Questions 15, 18 & 19

A detailed analysis was made of questions 15, 18, and 19 on the effect of declining enrolment upon the principals role and coping with an administrative surplus, as answered by two years experience in the principalship and those with less than ten years experience. Some of the younger principals had only one or two years seniority in the principalship and if demotion were according to a rule of 'last in first out' in the system, the jobs of these junior principals were in danger of being declared redundant.

As regards question 15h and g, the senior principals expressed the belief that the challenge was now gone out of the job and some admitted that they were concerning themselves more with thoughts of superannuation. There was also much more work piled on to them and there was much more anxiety associated with the position of principals in the situation of declining enrolment. Maybe this contributed to the lack of objectivity shown in their replies to questions about solving the problem of administrative surplus. They were generally against any changes in their own position, such as making their jobs term appointments; 5:1 against, or demotion with a salary cut, 4:3 against, or maintaining their school at a very small size and their job and salary reduced along with it; 57% 4:3 were in favour of closing the school intead whereas Junior principals were 73% opposed the idea.

Those of the junior principals that took the trouble to reply at

all to question 15 g and h, confirmed what the seniors had observed and added that there was a taste of bitterness about the whole situation. They felt that their whole future plans were, as one principal put it, thrown into "neutral gear". Declining enrolment meant more work and less people to do it, because of staff cuts, which meant less time for family affairs. They worried about the lack of 'new blood' coming into the profession. That junior principals mentioned this concern about the quality of administration, but senior principals did not, may be an example of the subjectivity shown by all principals under the "crunch" of declining enrolment - they pay little attention to the quality of their organization as long as their own value is recognized, either as 'new blood' or 'seniority'.

The answers to questions 18 and 19 proved interesting when we compare the two groups. They were both fairly evenly divided on whether to create new administrative roles in specialized areas, (18b) with juniors 50%, and seniors 57% against that suggestion. Junior principals were more strongly against creating new administrative positions such as assistantships and coordinators (18a): 74% against compared to senior principals who were (only) 58% against.

The reactions of the two groups to creating new programs or expanding existing ones, e.g. introducing adult education (18d) were almost the same: 60% in favour of the idea. Some however thought this should be left to the community colleges.

The attitudes of the two groups varied when it came to suggesting the creation of new ad hoc leadership activities and "master teacher" categories (18c). The older principals opposed this idea 67:23 while the young principals favoured the suggestion 69:31. That younger

principals differed from the older in opposing new admin positions, but favouring new leadership activities, may be interpreted as reflecting their concern at being taken out of school-oriented authority positions due to their low seniority, and put in less meaningful "feathered" positions. The older principals however may see new leadership activities as a threat to their own in-school authority, and a needless complication of a system they would prefer to retain as it is. There was no further variance in the two groups' replies to question 18.

Analyzing the overall yes/no replies given to the suggestions offered in question 19 regarding how to cope with administrative surplus other than by creating new jobs (as in question 18), we find that the younger principals are more favorable to these suggestions than are the older principals. 72% of the younger group accept the new suggestions favorably compared to only 57% of the senior group.

There is a much greater divergence of opinion among the junior principals than the senior principals; especially noticeable on the question of twinning. Although as a group, senior principals were 57% in favour of twinning, those who <u>had</u> experienced it were strongly against it, claiming that there would not be significant cut in costs and that the vice-principals school would just become a poor annex of the school where the principal resided. However, 90% of the younger principals however favoured twinning; the idea of being in charge of a 'poor annex' may still be more appealing than being in charge of nothing, to those in danger of demotion. Individually elected alternatives was favoured unanimously by the senior principals, probably because they see no possibility of the offer applying to them. Also, this solution to the surplus has the <u>least</u> effect on the job of principal itself. Principals

of long standing seem to be concerned about any decrease in their own position of authority, and so this alternative is most attractive; however, the younger principals opted 93% for the same idea. Concerned with their future as less and less principals are needed, this group were more in favour of a number of solutions that changed the traditional principal role, such as master teacher and twinning.

Is it also possible that the 57% of senior principals who voted against solving the problems associated with declining enrolment by creating new jobs, opted en masse (57%) for the solutions in question 19.

FIG . 3 QUESTIONNAIRE ANALYSIS

% yes/no replies

	Senior Principals (10+ years)		Junior Ps (1-10 years)	
QUESTION 18	For	Against	For	Against
a	42	58	26	74
b	37	63	40	60
c	23	67	69	31
d	60	40	64	38
AVERAGE REACTION	+43	-57	+49	-50
QUESTION 19				
a	17	83	89	11
b	57	43	63	37
c	57	43	90	10
d	57	43	27	73
e	100	0	93	7
AVERAGE REACTION	+57	-43	+72	-28

The 38 Schools that do not Show Declining Enrolment

Replies from principals of schools not showing declining enrolment were in general not as detailed as in the case of those actually affected. Perhaps because they were not emotionally involved, their answers were inclined to be more objective. A sizeable proportion of these schools were separate schools; parents seem to be placing confidence in the education given there. Other reasons for no decline were proximity to a new industrial or scientific plant, and new residential buildings in the area, all the products of an (increasing economy) which are becoming more and more rare. A Board decision to bus children to the school accounts for no declining enrolment in other cases. Comparing answers from the 38 schools not affected by declining enrolment and from well-established principals of 10 or more years experience reveals two poles of involvement: un-detailed objective answers from the optimistic principals not yet involved, and anxious subjective answers from well-established principals with a lot to lose, concerned mainly with protecting their own jobs with no change until they retire.

French Schools

Declining enrolment does not seem to affect the French schools directly, but causes a conflict between community and board when staff is still being reduced by ministry regulation. There is fear that French schools will disappear, as English schools incorporate them to keep their enrolment up. The principals general relations with students and community are predicted to improve with declining enrolment; as one principal says, "more time for students", and another, "Better relations between staff and superiors". This is the opposite of most English principal's reactions, who see the crunch making enemies and jealousies and providing more

administrative work for themselves, who tend to band together only with fellow principals. This difference may be because pressure on the French principals is part of the pressure on their whole community. There is a tighter bond uniting all levels in a common predicament, rather than bonds at each level such as in English schools where principals, vice-principals, teachers, and Boards all ranked against one another.

French principals and vice-principals were much more community-oriented, willing to return to teaching or accept reduction in salary, and split-grade grouping rather than bussing to other areas. Some noted community anxiety about teachers losing their jobs, or the French schools closing, because of declining enrolment in the whole Province. In question 15, the most detailed answers concerned staff, students, community, and vice-principal - principal relationships, where as relationships with trustees and superiors re declining enrolment were generally not described: ('Was not discussed' 'I really do not know' and 'Nil'.). The one comment that had content was that communication should be easier with superiors when there were less principals, which follows the others in implying that such communication is at present difficult, compared that with students, staff, and community.

These principals saw declining enrolments as giving them more time with their staff and students, not less as many English principals predicted, who felt more of their time would be taken up in the administration of decline - or foresaw the crunch making jealousies and hard feelings between staff and administration. Although the same French principals mentioned that a closed school or a lower salary would affect their personal lives, none specified "no reduction in salary" as a provision

of demotion and all would accept demotion if necessary ("do we have a choice?" one asked.) In general, responses were more towards accepting personal loss and rejecting Board policy that threatened community interests, that French principals were against restricting any subjects. They felt that the classroom, not their administration position, was most important, so many were willing to return to teaching.

Perhaps the open-mindedness to a variety of solutions that would change the principals role (rotating salaries, subjects, one half time principalships, etc.) is due to these principals objectivity regarding declining enrolment - it is not yet a personal threat. Their schools either did not show declining enrolment (2 out of four) or had successfully coped with constant declining enrolment for some time (1 out of four), so there was no immediate, unexpected stress associated with it. One principal even saw declining enrolment as a boon to his overcrowded classes.

ROLE-DETERMINERS

Most of the role-determiners, the non-principals who answered our questionaires, see the principals as having more responsibility in reduction in force decisions than do the principals, and not merely following Board policy: e.g., they recommended setting up committees composed of Board, teachers, and Administration, where the principal would play a negotiator and advisor role. Some role-determiners felt that collective bargaining and "justice" should determine the rules for reduction in force, not across-the-Board solutions specified beforehand.

These non-principals were unanimous in agreeing that the principal should convince parents of Board policy and follow the Board's decisions as part of that team, especially important for the dialogue between

community and school. OECTA (the Ontario English Catholic Teachers' Association), felt however that the principal should not "follow" anyone, but support what is right for his students and colleagues, championing neither the Board nor parents.

Non-principals' responses to the question concerning how to solve the administrative surplus differed from the principals' in several ways: all were against retaining unnecessary positions; they saw declining economy and enrolment as making reduction in force unavoidable. Unlike principals who wished to ensure their own employment, the role-determiners felt that to keep everyone now in education employed would be "escaping reality" and "avoiding the redundancy regulation 140/75". Some did not feel that only principals should become master teachers, since it would be a role reducing the work load of teachers, who now voluntarily perform such a function.

Most role-determiners mentioned cost: 4 out of 7 felt that new positions were economically unfeasible and unacceptable to tax payers, whereas only about one in 14 principals mentioned cost--more worried about their salary. Unlike in principals' responses, a new suggestion did come from the non-principals in this area: to avoid "add-ons", a Director of Education suggested a 'band of administrative talent' shared with the province. Since these non-principals are not under the same pressure as principals re administrative surplus, these creative solutions and view of the principal's role as unselfish, may be the result of their objectivity.

As for term appointments, most were in favour, whereas most principals were against. The role determiners are not as anxious as principals about the Principal's specific job--one superintendent did not

agree that demoted principals should be next in line for promotion and was more concerned with competence as a promotion criterion. One Board stated the principal's choice as simply between demotion or seeking other employment.

A majority of role-determiners was against maintaining very small schools, for practical considerations such as program and cost that only some principals mentioned. Where the non-principals considered maintaining the principal's salary, they suggested additional duties to justify this, unlike many principals who wished to retain their present salary in lesser positions or in smaller schools which some felt were as demanding as larger ones.

Countering the principals who reasoned that twinning would not save money because the vice-principal's salary is not much different from a principal's, the Ontario Public Schools Trustees Association felt that the vice-principals were sometimes not even necessary at all. Perhaps such a fear had occurred to the principals, since most of them were against twinning, compared to the role-determiners who favoured it 5 to 1.

OECTA differed from the other role-determiners in opposing term appointments and demotion as unjust to the individual's right to 'climb the ladder' and have security; they preferred the election of outside alternatives such as CUSO, etc. Community and educational considerations led them to favour smaller schools and oppose twinning, unlike the other role-determiners.

Most non-principals were in favour of elected outside alternatives, as long as the decline in the Ministry and Federation was also kept in mind--a wider outlook on the problem than had the principals, who were more concerned with the voluntary aspect of such appointments, a subjective

viewpoint. The role-determiners were not as anxious as the principals to adopt across-the-table policies, which would reduce the number of decisions for principals to make: for example, one Director of Education wanted a mix of term and permanent positions, and the Ontario Association of Education Administration Officials wished to consider individual circumstances and make contracts for all our offered solutions to administrative surplus.

None of the role-determiners favoured the sacrificing of 'frill' subjects such as French and Physical Education, which were primary targets for the principals. OECTA felt that art, drama, music, and physical education were as important to the child as the 3R's; and a Superintendent of Schools reflected the same consideration for the child in recommending to cut those secondary school options that are most rarely chosen, like Latin, Spanish, music, etc.

The role-determiners were 5 to 2 in favour of restricting enrolment at teachers' colleges. One Board was against total restriction, that is, when enrolment coincides exactly with available positions, since teacher training is valuable even if there is not an immediate opportunity to pursue the career. They felt that such a policy could extend to close the universities, on the principle that graduates to other fields are also having difficulties in finding jobs.

Role-determiners were cautious about extravagant reduction of pupil-teacher ratio as it would cause future problems (unspecified). Some called this another form of featherbedding. OAEAO were hopeful that additional personnel could be used innovatively but pupil-teacher ratio should not be changed. OECTA felt that ratio reduction depended on how much money the province chose to spend on education, 'which should reflect

its importance to society'. On the other hand, one non-principal agreed with those principals who felt that solving declining enrolment and educational problems such as pupil-teacher ratio should be kept separate.

DISCUSSION

Declining enrolment in the schools of Ontario presents two major problems, both of them interrelated and interdependent. One is concerned with education and the other problem is teacher unemployment. Both problems are serious and it is difficult to solve them separately for what is done to one impinges on the other, and has serious consequences for the future. At a time of stagnating economy it is tempting to allow economic and political expediency to suggest temporary 'stop-gap' solutions which in the long run would be a disservice to the nation. A crisis in education cannot be dealt with as one would with a slump in the construction or mining industries. Present decisions in education affect future generations of Canadians and it is the duty of the state to guarantee opportunities in the future by insuring the quality of education now. When it comes to underwriting its own future the state must find the necessary finances.

Teachers, in the eyes of teachers, but not necessarily in the eyes of the public, are a special category in the nation's labour force. Too much of a hurry in letting surplus teachers go in this generation could cause a serious shortage in the next, and teachers are not trained overnight, nor can the children wait. The teaching profession needs new blood continually coursing through its veins and the education of future Canadians depends on the quality and morale of the country's teachers.

Various suggestions have been put forward for dealing with the problem of education in an era of declining enrolment - closing or twinning

smaller schools, bussing, split-grading, rotating classes, whittling down programs, cutting down student options or even maintaining smaller schools if that were possible without detriment to the quality of education. Each of those suggestions has some merits and some demerits, but the point to emphasize is that they must all be undertaken in the service of better education not to alleviate some financial problem. Financial considerations will, no doubt, have a bearing on these decisions but these considerations should come secondary to educational considerations.

To ameliorate the employment situation of teachers, various suggestions have been put forward. These range from cutting off teachers at source i.e. closing teacher training colleges, to part-time employment, to early retirement to downright redundancy. Various half-way measures or what many principals referred to as 'feather-bedding', have been recommended - creating new jobs within the teaching profession to absorb surplus teachers, or creating new programs. Many principals and vice-principals found most of these alternatives unpalatable and seemed to accept the inevitability of redundancy for some (especially the more junior teachers) and demotion for others. They expect these blows to be cushioned by intelligent forward planning coupled with early retirement and natural attrition to soften the impact. Redundancy should be a last straw;it should start with the most recent in the profession on a system-wide scale, making special allowance for special subjects and ethnic minority groups only recently arrived in the system.

Principals and vice-principals, being senior teachers, would not likely be affected by redundancy as such - only by demotions resulting from the shrinkage of pupils and the closing of schools. Most seemed to accept this as a necessary evil. Even the possibility of such affects

their leadership prestige within the profession. To salvage something of their prestige, most would demand that there no no cuts in salary to correspond with demotion. The first step in demotion is to make principals and vice-principals return to the classroom to teach. Many point out rightly or wrongly, that it takes as much time to administer 200 people as it does to administer 400 and that a teaching administrator can do neither job well. Since the administrator's work must be done by someone, there can be only two solutions: either the administrators do it or someone else does it. That someone else would be the extra secretaries that would be hired to do a cheap job on administration. Then, why have principals and vice-principals? Why not have senior teachers undertake the functions of principals and vice-principals - accept responsibility for each of the ten managerial roles enumerated by Mintzberg? Somebody has to coordinate activities and that somebody, no matter what his title, will be what we now know under the title of 'principal'. The function itself cannot be abolished so why juggle with semantics?

Most principals and vice principals are prepared to return, at least part-time, to the classroom and have part of their administrators' work done badly or leave it undone. Administration, however, is their forte. Why not give them more of it and dismantle sections of central office and distribute the work among principals? This would make schools and principals more autonomous but there is nothing outrageous in having visible accountable managers being held responsible rather than the annonymous forces behind central office! Functions such as budgeting, program development, staff recruiting etc. could be put in the hands of principals, since they are the ones immediately responsible. It would leave the principal his leadership roles and his prestige, all so necessary

in the present crisis. Also it would not create any unsurmountable precedents that could not be easily dismantled later. This may be a better solution than emasculating the office to such an extent that no self-respecting principal would ever want it.

It may be claimed that the highly trained teachers of today do not require leadership or direction. This may be so of individual skills, but a team, such as a school set up is, needs coordination of effort, which is what a principal does, assisted by the vice-principal. No society has ever yet evolved that did not require leadership.

All authorities agree that the main function of principalship is managerial - dealing chiefly in interpersonal relationships. At a time of declining enrolment and flagging morale in the teaching profession - an important profession for the future of education - this skill is most required. The principal is one that can smooth the way for implementing the dictates of management for decline.

IMPLICATIONS AND ALTERNATIVES

There are three ways of approaching the problems of declining enrolment upon the principalship. The most stimulating is the naive seduction towards a miracle: if only one of us were bright enough we could solve it, the problem would disappear and we would return to our former state of professional tranquility. There is no evidence from our survey or from experience to support pollyanna dreams of the future--or the past.

The second is to capitalize on the problem. Pretend your new program is a solution, amassing all the weight of the problem behind whatever new program proposal is being promoted. Hawthornize it! This usually works, at least for a short period because, psychologically the problem is solved, i.e. by distracting one's attention from the problem one erases it. Perception is reality. Administration is existence and existence is essence. By both their academic training and their field experience, administrators are capable of creating convinging pedagogical bases for otherwise necessary administrative practices. Watch for a spate of new administrative programs being mounted under the banner of "retrenchment," see new terms like "normalization" attached to what used to be economy moves, find onetime "frills" being hyped as the veritable essence of true education.

The remaining alternative is the least marketable: it says so little, it takes so much work, it is what we know all along -- it lacks pizzaz. It tells us to learn to cope with reality. But it can be made exciting.

AN ECONOMY OF DEVOLUTION AND THE FALLACY OF SCALE

The management of decline requires more precise leadership abilities than those required of growth management. Decline management demands a keener sense of balance and proportion in the allocation of scarce

resources, a deeper understanding of human behavior, a reapreciation of persons as distinct from roles, and a greater awareness of the priorities for the future.

In growth, the passage of time tends to balance errors of judgment in resource allocation; in decline, time compounds them. Growth years promise job expansion and the fact of career advancement; decline portends job consolidation and the fact of stability. Growth encourages and provides for multiple priorities; decline condenses priorities and necessitates their being defined in terms of individual persons rather than actuarial data on "personnel." In varied ways and for multiple reasons, decline management challenges the most able principal.

Why "principal"? Why not "administrator"? For the obvious reason that the principal is the person closest to the problem and to its effect upon other persons, the weight of the challenge devolves upon the principal. In our survey, principals appear aware, ready and eager to work on the problem but shied away from solutions that would alter their principalship-ness in any way. The flip side of this argument is that the surplus of administrators is going to hit hardest upon those out-of-school administrators loosely termed "central office" or "front-end loaders." This last term is a little ugly but has a respectable and secure basis in the insurance industry which candidly divides its expenditures into "benefits" to customers, "commissions" to sales persons, and "front-end loading" or the necessary cost of administering the program. Their Boards of Directors naturally seek to keep down that "front-end loading".

GROWTH OF ADMINISTRATION

There is compelling logic to the argument that since administrative

services expanded in pace with pupil enrolment over a 20 year period, the service should now shrink. Taxpayers understand this logic: it posits a direct relation between size of clientele and size of support service. Taxpayers went along with it. But the fallacy of scale was introduced surreptitiously. That is, the administration growth rate did not pace the pupil enrolment but rapidly outstripped it, particularly in Ontario where city and borough populations burgeoned and the county system was installed. The growth rate of out-of-school administrators was more in geometric than direct proportion to pupil growth rate. And it was defended on the economy of scale.

Was this growth necessary? Or was it the result of the opportunity provided for power growth by the argument of the economy of scale? The administration doesn't want to grow smaller now that the original taxpayer logic has been reversed. Nor need it, if it has all the power second only to the board. The growth in numbers of principals did NOT keep pace with pupil enrolment expansion, let alone outstrip it; indeed as schools grew bigger in pupil enrolment, the principalship declined relatively while the front-end loading got weightier. Enrolment reduction studies find that administrators would rather fight than shrink.

But who's to shrink? The in-school administrators or out-of school administrators? Directly proportionate to enrolment decline or plunging geometrically? Can the economy of scale still be used as a prop? "The more parts there are the more can go wrong." "The bigger the organization the more places to hide".

In Minnesota with a mammoth program for coping with "enrolment fluctuations" (as it is called), they found quantity and quality of education did NOT improve as PTR was improved. That is, as pupil enrolment went down but the delivery system went unchanged and as there was a big general reduction in teaching staff there was a large increase in other areas like special staff supervisors and others. Yet their thirty-month Study Committee on Fluctuating School Enrolment, reported to Legislature January 1977 that both quantity and quality of education were being threatended. There is clearly no assurance that the sharply peaked administrative structure common in Ontario today will bolster the quality of education in times of the crunch. The contrary may be a possibility: with morale of teachers already at low ebb and no direct reverse in sight, it is unlikely that they will look to distant out-of-school staff for help and support: not only are they distant but they appear to be protected. Their own principal is less distant, spatially at least, and like them is threatened with occupational extinction by school closings.

Another argument in favor of the maintenance of the integrity of the principalship, particularly as compared with out-of-school administrators, is the crude one of organizational life: last in, first out. If there is a present or impending surplus of skilled administrators,

an organization must look at itself in terms of its purpose and its traditions. The principalship has always been there so cultural tradition supports it. The sharply peaked superstructure was an innovation of the era of expansion, recent within the memory of several teachers, administrators and board members. Perhaps that represents the dynamics behind a recent policy of one of the most sharply peaked structures -- the North York Board of Education -- to reduce out-of-school administrative staff by 21% (reported in Toronto Star, May 4, 1978, p. A4), that is a reduction from current 180-1/2 senior staff positions to 142 by 1982.

Thus the weight of argument, taking feelings and futures, persons and positions, innovations and traditions into account, favors devolution. Still this is a matter of degree. No anarchistic takeover of front-end power by rabid principals is projected, only the maintenance of "the school" as an established and flexible institution, capable of assuming responsibilities and roles now carried out centrally and reassuming some that had become centralized during the fifties and sixties.

MEANS OF MAINTAING SERVICE

Several suggestions have been made both to and by our survey respondents. Some are itemized here.

1. Stemming the flow of declining enrolment. That is, creating a new clientele: (1) the introduction of pre-junior kindergartens, (2) expansion of adult or continuing education programs, (3) provision of community service programs. Otherwise redundant administrative and supervisory persons would be transferred to these new programs. In general, principals are reluctant to move in these directions: they would compete

directly with other agencies already doing well with them, and they require new skills, new relations that they are reluctant to assume. Nevertheless there was some principal support for continuing education and in any event the responsibility would likely fall to otherwise redundant vice-principals or central office staff.

2. Maintenance of a mothball fleet. The U.S. Navy has one just off Newport News with the implicit assumption the condition is temporary. But while one resists the assumption that war is a permanent state on one hand, one can no longer expect enrolment to reach pre-decline heights. The only way this alternative has been taken seriously is by degree: by allowing schools to remain open with even smaller enrolments than boards suggest, one does maintain a cadre of active, available administrators.

3. Enrichment of product. Under the assumption that quality and quantity of education will improve as the teacher-administrator ratio is lowered, one could develop an enriched program of leadership, program improvement and innovation. However our principals and vice-principals showed no interest, and considerable disinterest, in any such job-creation solution, particularly if it meant abandoning the principalship and its work patterns. Further, the taxpayer regards this as featherbedding and, indeed, add-on solutions of this sort have little direct benefit to the "product," at least in Minnesota.

4. Redefining the nature and purpose of "promotion". Give more persons a chance to contribute by installing nonrenewable term appointments, by breaking up traditional titles and distributing their functions (and stipends) among several persons, creation of committee leadership positions

with small amounts of released-time, small honoraria. Although there may be considerable merit, it looks like basic organizational change and in times of crunch, these are resisted. The threat of stress, the need to adapt to the unknown and, for that matter, relatively untried, is sufficient to account for our administrators' resistance to this concept.

5. Program of painless decline. Attrition, encouragement of early retirement, term appointments, demotion to classroom, are all acceptable alternatives to our principals and vice-principals provided it is relatively painless. That is they state that demotion should not imply salary reduction; job changes to overseas schools, industry, federation or other should be voluntary, and status should be maintained. How?

SUMMARY OF IMPLICATIONS FOR THE PRINCIPALSHIP

This final section is not intended as a set of recommendations but rather as a skimpy drawing - together of our readings of what will happen as an effect of enrolment reductions. Basically it fits, not by intent, the third alternative: learning to cope with reality, and to master over it where possible.

The readings have been drawn from our responses from Ontario principals and vice-principals, some already affected by pupil reduction, some not, many already suffering from other problems that push "decling enrolment" off priority. The fact that some openly criticized Canada's immigration policies (presumably for letting in too many when jobs are scarce) and that "French" was most frequently nominated as fodder for program cuts, indicate a feeling of unease exists. With unease comes desire for complacency, the avoidance of stressful solutions, and the senior principals -- themselves secure -- wanted it kept that way.

Others showed a close-ranks response implying that things will work out under their own resourcefulness. And considering the magnitude of problems they are already confronting effectively (or so it would seem, given their situations: inner city, urban fringe, isolated area, Northern Schools, French-speaking, mixed-ethnic, sparse rural, dense population, new curriculum, aging staff, political hassles, parent pressures, salary negotiations, lack of support, it goes on), their resources must be vast.

The "role determiners" of the principalship, it could be inferred, do not intend to stand in the school's way of solving its problems. As representatives of broader provincial bodies, however, they do see the principal as an agent of the board who should remain loyal thereto, in face of threats against their schools' existence. (Ontario Catholic teachers may be an exception: one voice there viewing the principal as an agent of the home and the community who should work for them.) These role determiners are themselves reasonably well protected from the ravages of declining enrolment and thus have little sympathy for the principals' and vice-principals' insistence upon salary maintence despite demotion.

In brief, the readings portend:

1. Devolution of central office superstructure, a gradual combining of supervisory responsibilities among fewer offices.

2. A gradual devolution of responsibilities from central or regional or family type structures to local principals or to centrally coordinated groups of principals, particularly in fields of professional development, media resources, curriculum planning and community relations. No doubt leadership and coordination will remain central at least during transition.

3. A strengthening of the principalship as their ratio to teachers increases and ratio of out-of-school administrators to teachers levels out or even declines; a warmer interpersonal relation developing despite the currently reported increase in incidents of criticing one's principal, mostly projecting the transitional insecurities.

4. Schools growing small, more community related. Again it is unlikely that tiny schools will emerge, nor is it likely that the same sort of parental protest and community wailing as occurred rurally during periods of consolidation - centralization, can be avoided. But with buses for special programs, the general-program school may be the norm.

5. To allay the cost of small schools, the administrative salary and released-time allocations may be reviewed with Ontario becoming more like the west where principal salary equals one's teacher salary plus an administrative stipend geared to number of teachers and/or number of pupils; with their supervisory time similarly allocated one contemplates the joy of reawakening the heart of the jaundiced administrator to the thrills of the classroom.

6. To allay the cost of maintaining the physical plant of a small school, without engaging in program expansion difficulties, one can foresee the leasing of unused schoolroom space to a variety of related agencies: adult education programs, local daycare centres, manpower offices, federal incentive agency offices, community welfare programs and even perhaps low-rental housing, -- for the upcoming aged? Many can still recall the planning of 252 Bloor Street West to house <u>all</u> of OISE. It now shares a substantial portion of its space.

7. An absorption of the crunch through term appointments, creation of master-teacher roles and responsibilities and the usual personnel ploys like encouragement of early retirement or transfer to other lines of enterprise such as overseas schools, the federation or industry.

8. A redefinition of the role of the vice-principal, indeed the creation of several new roles and names with the term "vice-principal" gradually disappearing. In place may be function coordinators in small as well as large schools, with each assisting the curricular, professional development, or community resource programs with partial stipend, partial time allowance and term appointment. The vice-principalship can no longer be viewed as a probationary period for promotion: there aren't enough promotions. In this new capacity however they will be able to strengthen the institution known as the school and help to make possible the absorption of responsibilities some would say had been abdicated upstairs.

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